

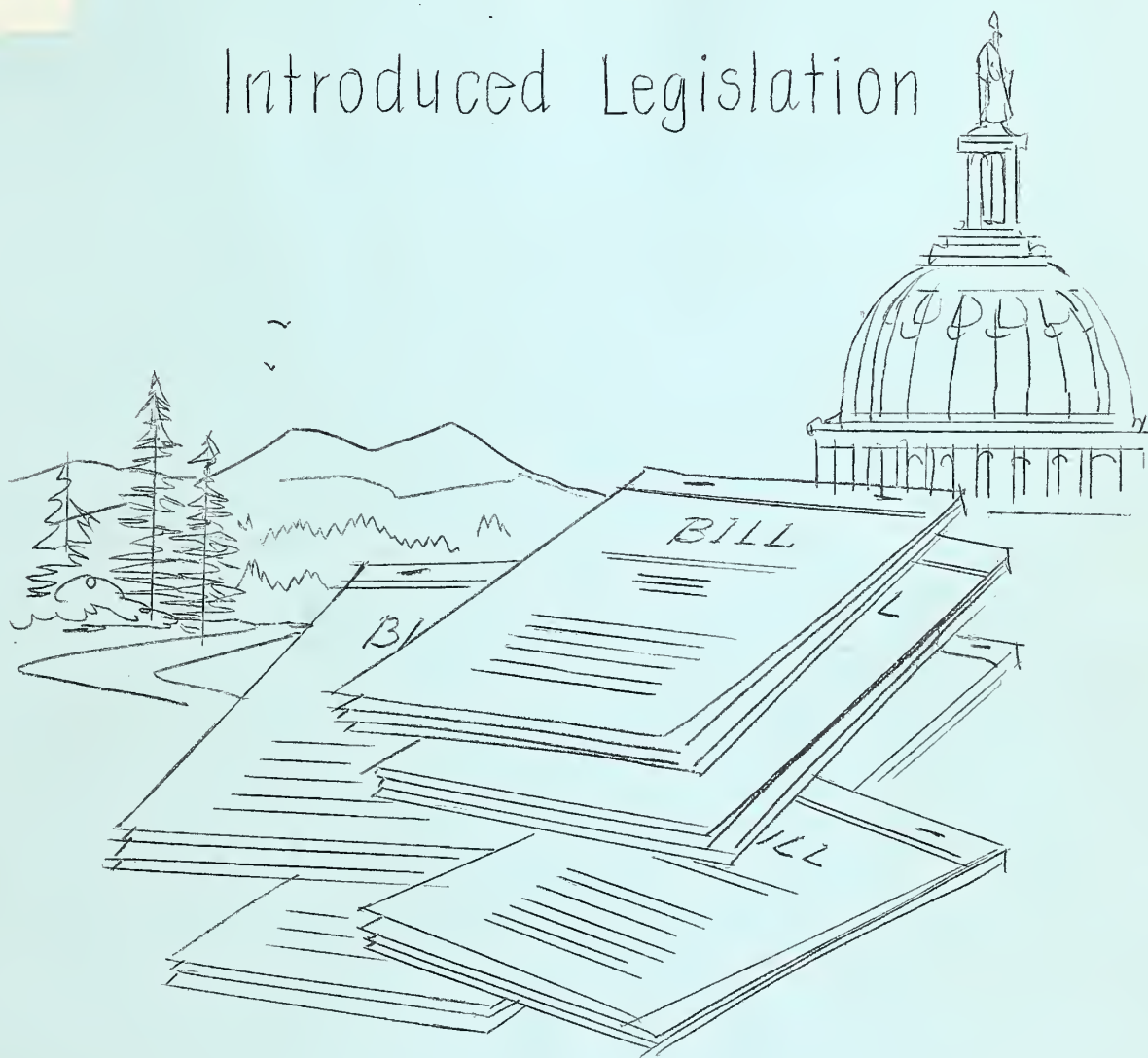
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FINANCING FOREST RECREATION

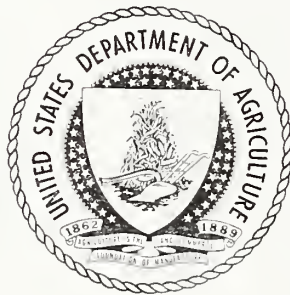
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FINANCING NATIONAL FOREST RECREATION
A REVIEW OF INTRODUCED LEGISLATION

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C & R-PREP.

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Branch of Forest Recreation
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Washington, D. C.

March 1963

FOREWORD

This inservice report contains a brief review of legislation concerning special financing of recreation and wildlife habitat improvements on the National Forests. It covers 49 bills introduced in Congress from 1949 through 1962.

The introductory statements are taken in part from the article "Financing National Forest Recreation", by Keith A. Argow which was published in the March, 1963 issue of Planning and Civic Comment.

This report is the basis for that article. Although the following discussion of bills has been combined and condensed, there is a complete reference to each bill including: description, USDA report, hearings, and Congressional action.

The list and files of recreation funding bills reviewed in this report were provided by the Division of Legislative Report and Liason of the Forest Service's Washington Office. Description and analysis was derived from official records and statements by the author.

INTRODUCTION

Since the turn of the century, group and individual recreation on the National Forests has traditionally been considered a free public resource. In the early days of the Forest Service, most of the land in the newly created "Forest Reserves" had little recreation use by the public, and provision for the occasional early day forest recreationists was a minor expense.

Fifty years later this was not so. By 1961 those few thousand annual recreation visits had increased to 102 million, and a Congressional appropriation of more than \$20 million was necessary to administer the recreation resources of the National Forests. From 1950 through 1962, a total of \$81,935,000 was appropriated to the Forest Service for recreation.

Historically members of Congress have sought ways to economize and welcomed opportunities to place Government services on a pay-as-you-go basis. In 1949, the House Appropriations Committee reviewing the Forest Service budget stated:

There would be a greater disposition to make increased appropriations for... (National Forest recreation development) if the plan of collecting fees or charges from the users of the facilities were more universally applied, so that the appropriations for the purpose would be offset by the receipts going to the Treasury.

That same year the Bureau of the Budget advised the Forest Service: "Now, before we consider any more appropriations for this purpose (recreation), we think you ought to consider pretty seriously getting revenue".

Support for a recreation use charge came from those who pointed out that the lumbermen and grazing permittees pay--at least in part--for the specialized benefits they receive from forest land. Why should not the recreationist pay for the benefits he receives?

In response to these suggestions, the Forest Service launched a sample charging experiment in 1949 on 23 campgrounds throughout the country. By 1955 there were 50 charge campgrounds on the National Forests and 46 in 1960 (mostly operated by private concessioners under Forest Service permits). Generally, public response was acquiescent. Some people, however, thought that the fee rates were too high or unnecessary.

During the decade of 1950 to 1960 the Forest Service advised Senators and Congressmen on more than 100 communications from constituents concerning the policy of charging for use of National Forest recreation areas. One state legislature formally memorialized Congress to appropriate enough money for cleanup and maintenance so that user charges would not be necessary.

The first Congressional response was an immediate attempt by several Senators and Congressmen to increase the appropriation the Forest Service received for recreation. These efforts failed. The House Appropriations Committee and the Bureau of the Budget refused to grant any increases, citing other equally deserving requests that had been denied. The lawmakers then turned their attention to alternate methods of funding through special acts.

Between 1949 and 1962, 49 bills to finance recreational development and operations on the National Forests were introduced. Broadly speaking, they fall into three classes: (1) making available a percentage of National Forest receipts for recreation, (2) selling recreation use licenses, and (3) receiving contributions from public and private sources. Most of the bills were introduced between 1953 and 1957 in the 83rd, 84th, and 85th Congresses.

Congress:	<u>House</u>	<u>Senate</u>
81.....	1	1
82.....	2	1
83.....	7	3
84.....	13	3
85.....	9	0
86.....	2	0
87.....	<u>6</u>	<u>1</u>
Total	40	9

The first of the recreation financing bills was H. R. 2419 introduced in 1949 by Congressman Tackett of Arkansas. It proposed that 10 percent of all National Forest receipts (from timber sales, grazing fees, etc.) be made available to the Secretary of Agriculture for development, maintenance, and operation of National Forest recreational resources and areas, including wildlife resources. The bill was referred to the House Committee on Agriculture for study and recommendation. At the Committee's hearings, considerable support was expressed by wildlife and conservation organizations who noted the proposed legislation was similar in concept to the present law authorizing the expenditure of 10 percent of National Forest receipts for roads and trails within the National Forests. A report of the House Agriculture Committee also recommended that part of the receipts from the National Forests be set aside for improvement and operation of recreation facilities. Official testimony by representatives of the Department of Agriculture was in sympathy with the intent of the legislation, but pointed out the Bureau of the Budget opinion that financing recreation development by earmarking receipts was not sound budgetary procedure. The Agriculture

Committee, however, reported the bill favorably to the House, but there it was passed over without prejudice and not voted upon. This was the farthest any of the 49 bills went toward becoming law.

After H. R. 2419 and its companion Senate Bill, S. 2409 failed in the 81st Congress, similar measures with minor modifications were introduced in both houses of the 82nd Congress (1951-1952). Considerable support was again voiced by witnesses representing a range of interests, and the Bureau of the Budget reaffirmed its opinion that earmarking of receipts was not sound budgetary procedure. Neither bill was reported favorably out of committee.

Succeeding Congresses saw 29 more bills introduced that would, if passed, have made available a percentage of receipts for expenditure on National Forest recreation facilities. Two of these increased the amount to be earmarked, and one dropped it to 5 percent. Most of the later bills kept more authority in Congress than earlier proposals had by specifying that none of the funds could be expended until appropriated each year. One proposed giving the counties an increased share of National Forest receipts to be expended by county officials for recreation purposes on National Forest lands. This would have been in addition to the 25 percent share of receipts that the counties now get for public schools and roads.

The last proposal to make available a percentage of receipts was introduced early in the 86th Congress (January 1959). Like many of its predecessors, no hearings were held and the bill died in committee.

Between 1952 and 1955, five bills which would require National Forest recreationists to purchase "use" licenses were introduced. The first of this type, H. R. 7000, provided for the purchase of an annual license for the use of National Forest lands and facilities for such purposes as camping, picnicking, swimming, skiing, hunting and fishing. At the time this bill was introduced (early in the 82nd Congress), it was considered in hearings along with one similar to H. R. 2419 (the Tackett bill). The idea of recreation use licenses failed to generate much support. At the time, proposals to use a part of

National Forest receipts for recreation were popular. The bill was not reported out of the House Committee on Agriculture.

Later, shortly after the 83rd Congress convened in 1953, a second user fee bill was introduced. This one provided for the issuance of an annual National Forest campfire permit at \$1 per year. Although essentially a rewrite of H. R. 7000 with the word "campfire permit" substituted for "recreation use license", it was carefully reviewed for its merits. Testimony presented to the Committee indicated that it might not be advisable to incorporate the revenue provisions of this bill with the already established free fire permit system, the primary purpose of which was fire prevention. Neither this bill nor later proposals for charge campfire permits or recreation use licenses was reported out of Committee.

Bills of the third group of proposals for financing National Forest recreation were first introduced in the 84th Congress (1955-1956) and again in two succeeding Congresses. If passed, they would have authorized the Secretary of Agriculture to enter into cooperative agreements with public and private parties in order to encourage them to contribute to the development of recreation facilities on the National Forests. None of the bills in this group was reported out of committee, because such authority already existed. Agreements of this type between the Forest Service and local governments had been in effect for a number of years at certain heavily used National Forest recreation areas.

By January 1957, 39 special bills aimed at financing National Forest recreation facilities and operations, plus 15 similar proposals relating to lands under the Bureau of Land Management, had been referred to House and Senate Committees. Only one, the Tackett bill in 1949, was favorably reported. In 1957, however, the Congress approved a program for accelerated development of recreation facilities on the National Forests ("Operation Outdoors"). When it became apparent that more adequate funds were to be available through appropriations, interest in specific legislation dropped off quickly. Only three more bills, each identical to earlier proposals, were introduced.

This was the last of special fiscal legislative proposals for recreation until April 1962, when seven bills were introduced in the 2nd session of the 87th Congress to establish a Land Conservation Fund. Each of these would permit a total Treasury advance appropriation of \$500 million over an 8-year period to the Departments of the Interior and Agriculture for the acquisition of land or interests therein for public outdoor recreation and other conservation uses within National Forests, Parks, wildlife refuges, and other Federal Areas. Such funds were to be repaid with anticipated recreation user fees, proceeds from the sale of surplus nonmilitary Federal real property, a tax on recreation boats 14 feet or longer, and proceeds from refundable taxes paid on special motor fuels or gasoline used in motorboats. Hearings were held in both Senate and House Interior Committees, but none of the bills was reported prior to the adjournment of the 87th Congress.

The Bureau of Outdoor Recreation in the Department of Interior has started studies of alternative sources of revenues for recreation. It is likely that more legislation to provide funds for recreation will be introduced in the 88th Congress.

81st CONGRESS
(1949-1950)

H. R.	2419	<u>Tackett</u>	Relating to the disposition of moneys received from the National Forests.
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Introduced: February 7, 1949.

I. DESCRIPTION:

Provides that 10 percent of all moneys received from each National Forest each fiscal year shall be available and expended when needed on that National Forest for the development, maintenance, and operation of National Forest recreational resources and areas, including wildlife resources.

Written as an amendment to United States Code, 1946
edition, Title 16, Section 501 (authorizing the 10 percent
withholding for roads and trails).

II. USDA REPORT:

Sympathetic with purpose, but against particular provisions of the bill. Noted that the Bureau of the Budget had advised that the method of financing recreational development by earmarking receipts was not sound budgetary procedure and therefore not in line with the President's program.

III. HEARINGS:

Hearings were held on H. R. 2419 in Washington, D. C. on July 1, and August 3, 1949.

Most of the witnesses underscored the need for improved financing of National Forest recreation. In a submitted statement, C.J. Olsen, Assistant Regional Forester, Region 4, mentioned a costly fire which resulted from over-crowded campgrounds forcing people to camp in unimproved-high fire hazard areas.

Congresswoman Reva B. Bosone, Utah, expressed opposition to any plan to charge the public for use of the National Forests but urged that more money be available for recreation.

A special report was prepared for the House Committee on Agriculture by their staff titled: Forest Recreation Resources. That report included the following statement:

Year after year the Forest Service has pointed out the inadequateness of its appropriation for (recreation). The needs of the American people for the type of recreation afforded by the National Forests is recognized by virtually everyone. But when a budget bearing an item labeled "recreation" is presented to officials charged with the responsibility of providing billions of dollars for necessary Government expenditures and anxious to save money whenever possible, it is only natural that the item marked "recreation" should be regarded as one place in which budgetary cuts might be made.

For this reason, it is the considered judgement of the committee that it is sound fiscal policy to make provision for setting aside each year, as this bill does, part of the receipts from the National Forests themselves for the improvement and operation of recreational facilities within the forests, as has been done by law for many years for the development and maintenance of forest roads. This will eliminate the annual futility of a budget which is almost inevitably by its very nature, doomed to crippling curtailment and will permit the Forest Service to carry out an orderly, planned, and adequate program.

The Bureau of the Budget has not approved the favorable report of the Department of Agriculture on this bill because it prefers, as a matter of general principle, that the money for this purpose should come for annual appropriations.

The Committee believes, on the basis of information and testimony provided by the Forest Service and other agencies (that a reserve fund of 10 percent of receipts) combined with the regular appropriations of the Forest Service, will be sufficient for many years to do the work that needs to be done.

IV. CONGRESSIONAL ACTION:

Reported formally by House Agriculture Committee on August 22, 1949 with amendment that withheld moneys could be spent on any National Forest (where needed most).

At request of Congressman Ellsworth (Oregon) the bill was passed over without prejudice when it came up in the House Consent Calendar on October 3, 1949. This in effect killed the bill in the 81st Congress.

S. 2409 Fulbright Relating to the disposition of moneys received from the National Forests.

Introduced: August 8, 1949.

I. DESCRIPTION:

Identical to H. R. 2419 (Tackett bill).

II. USDA REPORT:

No report
(H. R. 2419 report was sympathetic with purpose, but against particular provisions of the bill.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported from Senate Committee on Agriculture and Forestry.

82nd CONGRESS
(1951-1952)

H. R. 565 Tackett. Disposition of moneys received
from the National Forests.

Introduced: January 3, 1951.

I. DESCRIPTION:

Provides that 10 percent of all moneys received from each National Forest each fiscal year shall be available for the development, maintenance, and operation of National Forest recreational resources and areas, including wildlife resources.

Similar to H. R. 2419 introduced by Mr. Tackett in the 81st Congress.

II. USDA REPORT:

Qualified. With recommendation that "wildlife habitat" be substituted for "wildlife resources". The report noted, however, that the principle of earmarking receipts did not have Bureau of the Budget approval and therefore was not in line with the President's program.

III. HEARINGS:

The first hearing on H. R. 565 was held in Washington, D. C. along with H. R. 7000 (Thompson) on April 8, 1952. Considerable support for the Tackett bill was voiced by state and local government agencies as well as conservation groups.

Formal opposition before the committee was limited to the livestock interests and some western groups.

82nd CONGRESS

IV. CONGRESSIONAL ACTION:

Following the hearings, the House Agriculture Committee met in June 1952, and considered H. R. 565. The bill, however, was not reported to the House and died in committee at the adjournment of Congress.

- S. 2527 McKellar. Authorizing the expenditure of moneys received from National Forests for the development, maintenance, and operation of National Forest recreational resources and areas, including wildlife resources.

Introduced: January 28, 1952

I. DESCRIPTION:

Similar to H. R. 2419 and S. 2409 of the 81st Congress and to H. R. 565 described on the preceding pages except that this bill withholds 25 percent instead of 10 percent of National Forest receipts. The bill incorporates specific directions to the Forest Service to budget the full amount of money in the fund each year for the development, maintenance, construction and operation of recreation facilities.

II. USDA REPORT:

Unfavorable. Indicated that 25 percent was too high and recommended reducing it to 10 percent in line with other bills supported by the Department. The report also noted that proposals to finance recreation with a percentage of National Forest receipts not have approval of the Bureau of the Budget.

III. HEARINGS:

No hearings were held.

82nd CONGRESS

IV. CONGRESSIONAL ACTION:

Not reported out of the Senate Committee on
Agriculture and Forestry.

H. R.	7000	<u>Thompson</u>	To authorize the Secretary of Agriculture to issue and require licenses for recreational use of land, improvements, and facilities in National Forests and for other purposes.
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Introduced: March 11, 1952

I. DESCRIPTION:

Would require purchase of an annual license for the use of National Forests for recreational purposes including camping, picnicking, swimming, skiing, hunting, fishing, etc. Includes provision for enforcement by prescribing penalty of a \$500 fine and/or six months imprisonment.

II. USDA REPORT:

Unfavorable, but sympathetic to objectives. The Department stated that it would prefer not to charge for use of the National Forests through the sale of recreation use licenses as would be authorized in H. R. 7000. However, the situation was so critical that if it appeared to the Committee that H. R. 565 (Tackett) would not be enacted in its present form, the Department believed the Secretary should have the discretionary authority provided in H. R. 7000.

In expressing reluctance toward an annual use license the report cited experience gained in their recent charging studies that indicated concessioner administration of a few well developed recreation areas would be more advantageous to the Government than an overall fee for all types of recreation use.

The report stated in part:

For the past 3 years the Forest Service has experimented with a charge system on some of the larger National Forest recreation areas. Trials are being continued, but the charges of 25 cents and 50 cents per car, per visit, for picnicking and camping respectively are insufficient to pay the costs...In addition, concessioner operation is under way successfully at several of the larger recreation areas, but it would not be economically feasible nor administratively practical to operate more than 4 percent of the areas on either a charge or a concession basis.

III. HEARINGS:

Hearings were held by the House Agriculture Committee in Washington, D. C. on April 8 and June 12, 1952, on both H. R. 565 and H. R. 7000. Testimony on April 8 predominantly favored a 10 percent earmarking bill. By the June 12 hearing, however, increased opposition to the principle of earmarking a percentage of National Forest receipts for recreation was evident. The House Committee mail at that time indicated greater interest in the recreation license proposal.

IV. CONGRESSIONAL ACTION:

When the full committee met to consider action on the bill, Congressman Thompson (the author) announced that he personally favored the Tackett bill (H. R. 565), but introduced H. R. 7000 to give the Committee an alternative to consider.

H. R. 7000 was not reported out of the House Committee on Agriculture.

83rd CONGRESS
(1953-1954)

H. R.	1972	<u>Baker</u>	To facilitate the development, management, and use of public use areas and facilities and improvement of wildlife habitat on the National Forests, and for other purposes.
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Introduced: January 22, 1953

I. DESCRIPTION:

Provides that 10 percent of National Forest receipts each year--not to exceed \$5-1/2 million--shall be available for development and operation of National Forest recreational facilities. Specifically states that this money shall not be used for land acquisition. Otherwise, basically similar to Tackett bills of 81st and 82nd Congresses.

II. USDA REPORT:

Unfavorable. The Department agreed with the objectives of the bill but believed the needs covered by it should be considered along with the others as a part of the regular budget process.

The report noted that the Bureau of the Budget opposed similar bills in earlier Congresses and had recommended against enactment of H. R. 1972 for the following reasons:

1. The proposed measure is unnecessary, since funds for the specified purposes can be appropriated under existing authorizations.
2. The allocation of receipts under permanent appropriations limits available sources of revenue for general purposes.

83rd CONGRESS

3. Annual requirements for recreation and wildlife activities should be considered along with other needs and resources of the Government as a part of the regular annual budget process.
4. No conclusive evidence has been developed to show that the maximum of \$5.5 million (or 10 percent) of fluctuating annual receipts from the National Forests is related to the requirements for these purposes.
5. Balances remaining unobligated at the end of the fiscal year in which appropriated, apparently would not be returned to the general fund in the Treasury but would remain available until expended.

III. HEARINGS:

Hearings were held on March 11 and 12, 1953 in Washington, D. C. At the hearings a Department spokesman reported that U. S. Public Health Service and State Sanitary officers had recently inspected a number of National Forest recreation areas at Forest Service request. On several sites located in California, Oregon, Utah, Colorado, and Michigan, the inspectors recommended extensive and major improvements in the sanitary facilities and water systems as essential to the protection of public health and safety.

The greatest opposition to H. R. 1972 and related bills came from the livestock interests. Their representatives asked:

If the livestock people pay a fee equal to at least part of the value of the forage consumed, why shouldn't recreational users of the National Forests likewise pay for at least part of the recreation values that they get from the forests?

83rd CONGRESS

Prior to the hearings, the American Forestry Association agreed with the House Committee's reluctance to earmark federal receipts to any single use, but noted that the need for more money for administration of recreation and wildlife in the National Forests was so great, that if sufficient funds were not appropriated, the Association would probably favor H. R. 1972--even though opposed to it in principle. At the formal hearing, however, the AFA testified in opposition to H. R. 1972 and related bills.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

S. 1173	<u>Watkins.</u>	To facilitate the development, management and use of public use areas and facilities and improvement of wildlife habitat on the National Forests, and for other purposes.
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Introduced: March 4, 1953.

S. 1261	<u>Anderson.</u>	Relating to the disposition of moneys received from the National Forests.
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Introduced: March 9, 1953.

I. DESCRIPTIONS:

S. 1173 is a companion bill and identical to H. R. 1972 described on the preceding pages. S. 1261 is similar to H. R. 1972 except that it is written as an amendment to United States Code, 1946 edition, Title 16 (Ten Percent Road and Trail Act).

II. USDA REPORT:

Unfavorable. In separate reports the Department advised that it was in sympathy with the objectives of both bills but believed that the financial needs of recreation and wildlife habitat improvement should be considered as a part of the regular budget

process.

III. HEARINGS:

Hearings were held on S. 1173 on March 11 and 12, 1953 in Washington, D.C. with H.R. 1972, H.R. 2106, and H.R. 3168. Testimony was predominantly favorable.

No hearings were held on S. 1261.

IV. CONGRESSIONAL ACTION:

Neither bill was reported out of the Senate Committee on Agriculture and Forestry.

H. R.	2106	<u>Harris.</u>	To make available to the Secretary of Agriculture 10 percent of the National Forest receipts each year for recreation and wildlife purposes by amending the 10 percent roads and trails act (USC 1946 edition, Title 16, Section 501).
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Introduced: January 26, 1953.

I. DESCRIPTION:

Differs from the Baker bill (H. R. 1972) in that (1) it would amend the existing roads and trails act rather than establishing a separate statute, and (2) it has no limitation prohibiting use of money from the fund for land acquisition.

II. USDA REPORT:

Unfavorable. As in H. R. 1972, the Department noted that it was in sympathy with the objectives of the bill, but that this method of financing did not have the approval of the Bureau of the Budget.

III. HEARINGS:

Hearings were held in Washington, D. C. on March 11 and 12, 1953 (with H. R. 1972, H. R. 3168, and S. 1173). Considerable support for a 10 percent withholding act was expressed but it was directed to H. R. 1972 and companion bills.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R. 3168	<u>Elliot.</u>	To facilitate the development, management, and use of public use areas and facilities and improvement of wildlife habitat on the National Forests, and for other purposes.
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Introduced: February 18, 1953.

I. DESCRIPTION:

This bill would set aside 12-1/2 percent of National Forest receipts for use for recreation and wildlife purposes on National Forests, limiting the amount to be used for such purposes in any one year to \$7.5 million. It would provide also that not more than 12-1/2 percent of such moneys could be used for acquisition of land in any one year.

This bill is similar in purpose to the Baker bill (H. R. 1972), but differs in three respects, as follows: The Baker bill set aside 10 percent for recreation and wildlife purposes; limited the annual expenditures for such purpose to \$5.5 million; and prohibited the acquisition of land with such moneys.

II. USDA REPORT:

No report.

83rd CONGRESS

III. HEARINGS:

Hearings were held in Washington, D. C. on March 11 and 12, 1953 (along with hearings for H. R. 1972, H. R. 2106 and S. 1173). Considerable support for a withholding act was expressed, but it centered on H. R. 1972 and companion bills which set aside only 10 percent of the annual National Forest receipts for recreation and wildlife and prohibited use of these funds for land acquisition.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R. 4150 Coon.

Providing that 5 percent of the revenues derived from the National Forests may be expended by local governmental units for developing, operating, and maintaining National Forest recreational resources and areas.

Introduced: March 23, 1953

I. DESCRIPTION:

This bill differs from others relating to financing of National Forest recreation facilities in that it provides that 5 percent of the revenues derived from the National Forests shall be authorized to be appropriated for expenditure by the counties for the development, maintenance, and operation of National Forest campgrounds, and skiing, swimming, and picnic areas. It directs the Secretary of Agriculture, through the Forest Service, to issue special use permits, without charge, to incorporated municipalities or counties for the use of areas or tracts upon which the Federal Government has not theretofore expended more than \$5,000, unless said

county or city has been improving or maintaining such recreation facilities for a period of at least 10 years.

The bill also specifies that none of these moneys made available to the counties or cities shall be used for the acquisition of real property. Provisions of this bill were to expire in 1964.

II. USDA REPORT:

No report.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R.	4587	<u>Engle.</u>	To facilitate the development, maintenance, and operating facilities for public use in the National Forests, and for other purposes.
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Introduced: April 15, 1953

I. DESCRIPTION:

Provides that 10 percent of the National Forest receipts shall be available when appropriated by Congress to the Forest Service for development, maintenance, and operation of recreation facilities. Amount appropriated each year shall not exceed \$3.5 million. Said money cannot be used for land acquisition or the development and maintenance of wildlife habitat. Similar to the earlier Tackett and Baker bills.

II. USDA REPORT:

No. Report. However, in response to an inquiry from Congressman Engle, the Forest Service urged that development and maintenance of the wildlife habitat be included. It also noted that the principle of earmarking a percentage of National Forest receipts was incorporated in earlier bills (Tackett, Baker) which did not have the approval of the Bureau of the Budget.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R.	4588	<u>Engle.</u>	To provide for issuance of campfire permits to facilitate the development, maintenance, and operating facilities for public use in the National Forests, and for other purposes.
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Introduced: April 15, 1953.

I. DESCRIPTION:

This bill would authorize the Secretary of Agriculture to require a campfire permit for use in the National Forests. Such a permit would be issued on an annual basis and would cost \$1. The money received therefrom would be available and appropriated for developing, maintaining, and operating recreation facilities but could not be used for improvement of wildlife habitat. Provisions for enforcement were a fine of \$500 and/or 6 months imprisonment. For a continuing violation, each day constituted a separate offense. This bill is essentially a rewrite of the Thompson bill, H. R. 7000 of the 82nd Congress with "campfire permit" substituted for "recreation use license".

II. USDA REPORT:

No report. However, a Forest Service reply was sent to Congressman Engle which stated it was not believed practical nor desirable to finance recreation costs in this manner. The report specified the following objections in part:

1. Campfire permits are required on some National Forests and not on others. Except in California, they are not required for building campfires in improved recreation areas.
2. It is not consistent to require a person to buy a permit to build a fire in a recreation area and allow others to use the same facilities free, if they do not build a fire. The fact that a person builds a fire does not increase the cost of recreation use to the United States.
3. The present distribution of campfire permits is aided by the cooperation of local merchants authorized to issue such permits. If a charge were made, it would be necessary to issue numbered permits and keep strict accounts. It would be much more costly to issue the permits under the provisions of H. R. 4588. Local merchants probably could not be authorized to issue permits and collect fees for the Government.
4. One of the principal values of issuing campfire permits is to give forest officers and local cooperators an opportunity to impress upon recreation seekers the need for and methods of preventing fires in the forests.

Much of this educational value would be lost by authorizing the Post Office Department to issue the campfire permits and collect the fees because many postal clerks, especially in large communities, would undoubtedly handle this assignment in a perfunctory, routine manner.

5. Present enforcement of campfire permit regulations is on rather informal basis. If a charge were made it would be necessary to intensify the checkup, and enforcement costs would be much higher.
6. Public opposition to a charge for campfire permits would probably be widespread and just as determined as the opposition to the recreation use license proposed by H. R. 7000, 82nd Congress.
7. If a charge is to be proposed for recreation use, it should be for all use of National Forest recreation areas and facilities and should not be put on the basis of building a fire.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R. 8225	<u>Baker.</u>	To establish public use of the National Forests as a policy of Congress, and for other purposes.
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Introduced: March 4, 1954.

I. DESCRIPTION:

This bill would: (1) establish a Congressional policy that development and maintenance of recreation facilities of the National Forests is a proper function of the Federal Government; (2) set apart a special fund in the Treasury of 10 percent of National Forest receipts, but not more than \$5.5 million annually, and authorize its appropriation for recreational purposes, wildlife habitat, and safety, sanitation and health needs; and (3) authorize the Secretary to collect fees for use of improved National Forest recreational areas and make such fees available to the Secretary for recreation and wildlife use. Funds available in the special Treasury fund would be reduced by the amount of fees collected.

This bill was intended to correct objections to H. R. 1972 that funds were being earmarked for expenditure rather than annually appropriated by Congressional process. While it does embody the principle of withholding 10 percent of annual National Forest receipts for recreation and wildlife purposes, it only authorizes the appropriation of these moneys. Therefore, such funds would be available for expenditure by the Forest Service only through annual appropriation by Congress. This bill further stipulates that income from user fees will be applied to the 10 percent fund releasing a like amount of withheld money to the Treasury.

Unlike previous withholding proposals of this type, this bill has no provision to return to the general Treasury moneys in excess of \$5-1/2 million when not appropriated.

II. USDA REPORT:

Unfavorable. The Department's report stated it was in sympathy with the purposes of the bill, but that the financing method still did not have the approval of the Administration.

III. HEARINGS:

No hearings were held on this bill. However, numerous resolutions and statements in support of H. R. 8225 were received by the Committee on Agriculture.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

S. 3509 Watkins. To establish public use of the National Forests as a policy of Congress, and for other purposes.

Introduced: May 25, 1954

I. DESCRIPTION:

Identical to H. R. 8225 (Baker's revised bill) described on the foregoing pages.

II. USDA REPORT:

Unfavorable.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of the Senate Committee on Agriculture and Forestry.

84th CCNGRESS
(1955-1956)

H. R. 1823 Metcalf. To establish public use of the
National Forests as a policy of
Congress, and for other purposes.

Introduced: January 10, 1955.

I. DESCRIPTION:

Would set aside 10 percent of the National Forest receipts each fiscal year, not to exceed \$5-1/2 million annually, for development, maintenance, and operation of recreation facilities and improvement of wildlife habitat. This bill would also authorize the Secretary of Agriculture to charge for use of any National Forest recreation area with substantial improvements where special services or facilities are provided. The amounts so collected would go into the 10 percent withholding fund which would be reduced by the amounts so collected.

This bill would have permitted greater opportunity to regulate the financing of recreation on the National Forests by providing that Congress must approve and appropriate money each year from the 10 percent fund before that withheld money could be used.

II. USLA REPORT:

Unfavorable. The Department noted that it has long recognized the great need for more adequate financing of recreation and wildlife habitat improvement activities, but would continue to disapprove bills earmarking National Forest receipts.

III. HEARINGS:

Hearings were held on June 25 and 26, 1956 before the Subcommittee on Forests of the Committee on Agriculture of the House of Representatives in Washington, D.C. The majority of the testimony from sportsmen's clubs, conservation groups, wildlife groups, etc. was in favor of the bill.

Several, however, expressed concern over the provisions to charge a fee. The National Lumber Manufacturers Association, while favoring the purposes of the bill, went on record against earmarking National Forest receipts for recreation.

Other bills reviewed at the hearing were H. R. 3742, H. R. 4002, H. R. 5898, and H. R. 8699, and H. R. 7537.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R. 3140	<u>Udall.</u>	
	Introduced: January 26, 1955	
H. R. 3667	<u>Green.</u>	
	Introduced: February 7, 1955	
H. R. 4000.	<u>Engle.</u>	
	Introduced: February 14, 1955	
H. R. 4271	<u>Price.</u>	
	Introduced: February 22, 1955	
H. R. 7253	<u>Hagen.</u>	
	Introduced: July 11, 1955	

To establish public use of the National Forests as a policy of Congress, and for other purposes.

I. DESCRIPTION:

All 5 bills are identical to H. R. 1823, described on the foregoing page.

II. USDA REPORT:

No reports. However, the Department report on H. R. 1823 (identical) was unfavorable.

III. HEARINGS:

No hearings were held for any of these bills, but they were conducted for H. R. 1823.

IV. CONGRESSIONAL ACTION:

None of these bills was reported out of the House Committee on Agriculture.

H. R.	3742	<u>Baker.</u>	
	Introduced: February 8, 1955		To establish public
H. R.	4272	<u>Price.</u>	use of the National
	Introduced: February 22, 1955		Forests as a policy
H. R.	4994	<u>Matthews.</u>	of Congress, and
	Introduced: March 16, 1955		for other purposes.

I. DESCRIPTION:

These bills would (1) establish a Congressional policy that public use of the National Forests for recreational purposes is a beneficial and proper use, and (2) reserve 10 percent of the National Forest receipts, not to exceed \$5-1/2 million each fiscal year, for expenditure on recreational purposes, wildlife habitat and safety, provided that no such moneys shall be used for the acquisition of land.

The bills are identical to H. R. 8225 and S. 3509 of the 83rd Congress and similar to H. R. 1823 (84th), the principal difference being the absence of a provision to return to the general Treasury fund withheld money in excess of \$5-1/2 million when not appropriated.

II. USDA REPORT:

No report. However, the Department reported unfavorably on H. R. 8225 of the 83rd Congress which was an identical bill.

III. HEARINGS:

Hearings were held on June 25 and 26 before the Subcommittee on Forests of the Committee on Agriculture of the House of Representatives in Washington, D. C. (along with H. R. 1823). Testimony by several conservation groups favored the proposal. A dissenting view was expressed by the National Lumber Manufacturers' Association, who expressed opposition to the earmarking of funds and noted that there was no provision for return to the treasury of moneys paid into the fund in excess of the \$5-1/2 million limit.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

S. 73 Anderson. Relating to disposition of moneys received from the National Forests.

Introduced: January 6, 1955.

I. DESCRIPTION:

Would set aside in a special fund not to exceed \$5-1/2 million in any one year, 10 percent of National Forest receipts to be available to the Department to improve wildlife habitat and for recreational expenditures on the National Forests. None of these moneys could be used for purchase of land and the Secretary of Agriculture is required to make a report to Congress annually showing the purposes for which the funds are spent.

This bill is identical to S. 1261, (Anderson), 83rd Congress.

II. USDA REPORT:

Unfavorable. Noted that earmarking of funds was not sound budgetary procedure, but did express sympathy with the objectives of the bill.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of the Senate Committee on Agriculture and Forestry.

H. R. 5898 Landrum. Relating to the disposition
of moneys received from
National Forests.

Introduced: April 27, 1955.

I. DESCRIPTION:

Identical to S. 73 on preceding page.

II. USDA REPORT:

No report. Prior to introduction of this bill, the Department had already reported unfavorably to S. 73 on the grounds that earmarking of receipts was not sound budgetary procedure and not in accord with the program of the President.

III. HEARINGS:

Hearings were held before the Subcommittee on Forests of the House Committee on Agriculture on June 25 and 26, 1956 in Washington, D. C. Testimony cited the consistent unfavorable opinion of the Department concerning legislation of this type, although in sympathy with the intent. Those witnesses favoring legislation of this nature generally favored H. R. 1823.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

S. 3980 Murray. To establish public use of the
National Forests as a policy of
Congress, and for other
purposes.

Introduced: June 4, 1956.

I. DESCRIPTION:

Establishes a special fund in the Treasury equivalent to 10 percent of National Forest receipts each fiscal year up to \$7-1/2 million, (any excess shall revert to the general Treasury fund), and authorizes appropriation of these moneys for National Forest recreation purposes. The bill also provides that any receipts from developed recreation sites (collected in fees) shall be appropriated for National Forest recreation and wildlife habitat improvement purposes. Funds in the 10 percent receipt withhdding account would be reduced by the amount of fees collected.

This bill is similar to H. R. 1823 (Metcalf), but differs in that it appropriates use of fee income and raises fund limit from \$5-1/2 to \$7-1/2 million.

II. USDA REPORT:

No report.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of the Senate Committee on Agriculture and Forestry.

H. R. 4002 Engle.

To provide for issuance of camp-fire permits to facilitate the development, maintenance, and operating facilities for public use in the National Forests, and for other purposes.

Introduced: February 14, 1955.

I. DESCRIPTION:

Identical to H. R. 4588 (Engle- campfire permits) 83rd Congress which was a rewrite of the original Thompson bill (H. R. 7000, 82nd Congress), (Recreation Use Licenses).

II. USDA REPORT:

Unfavorable. The Department expressed sympathy for the purposes of the bill, but noted the following objections:

1. Those who build campfires pay, while picnickers, swimmers, skiers, and other forest recreationists do not.

2. Funds collected in manner prescribed would be too small to help.

3. Would reduce the psychological fire prevention value of free campfire permit required on some forests during high fire hazard periods.

4. The Bureau of the Budget advises that earmarking of funds as provided in the bill is contrary to sound budgetary procedure.

III. HEARINGS:

Hearings were held before the Subcommittee on Forests of the House Committee on Agriculture on June 25 and 26, 1956 in Washington, D. C. along with H. R. 1823, H. R. 3742, H. R. 5898, H. R. 7537, and H. R. 8699. Little mention was made of this particular bill by witnesses. Testimony was generally in sympathy with the objective but unfavorable toward the collection technique.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

84th CONGRESS

H. R. 7537

Matthews.

To establish the policy of Congress with respect to public use of the National Forests and to provide for the development and maintenance of facilities for public use.

Introduced: July 21, 1955

I. DESCRIPTION:

Would require individuals to obtain a recreation use license each year for use of the National Forests for recreational purposes. The licenses would be sold at fees to be established annually at a rate estimated to return to the Treasury amounts substantially equal to the funds appropriated by Congress for recreation management of the National Forests.

The bill provided that violation of the regulation would be a petty offense punishable by a fine of not more than \$100. It also provided that additional fees could be collected for use of substantially improved recreation areas.

This bill is very similar to H. R. 7000 of the 82nd Congress, the principal difference being that it authorizes considerably lighter punishment for violators.

II. USDA REPORT:

No report.

III. HEARINGS:

Hearings were held before the Subcommittee of Forests of the House Committee on Agriculture on June 25 and 26,

84th CONGRESS

1956 in Washington, D.C. There was some opposition expressed to the principle of charging for any kind of use of National Forest land (i. e. nature walks, berry picking, as well as use of developed recreation sites) when such land is already publicly owned.

The National Lumber Manufacturer's Association suggested that the revenue provisions be combined with H. R. 8699 and the rest of this bill be dropped. In their opinion the Department already had the authority to institute a recreation-use license in Title 5 of the Independent Offices Appropriation Act of 1951 (P. L. 137, 81st Congress).

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R. 8699 McIntire.

To authorize the Secretary of Agriculture to cooperate with public and private agencies in the development and maintenance of recreational facilities of the National Forests and other lands administered in connection therewith, and for other purposes.

Introduced: January 23, 1956.

I. DESCRIPTION:

Would authorize the Secretary of Agriculture to enter into cooperative agreements with public or private parties in order to encourage them to contribute to the development of recreational facilities on National Forests. Any funds appropriated by Congress or deposited by the cooperators would be available until expended. Maximum term of an agreement would be 30 years. The bill authorized an annual appropriation of \$5 million to enable the Forest Service to carry out the provisions of the act.

II. USDA REPORT:

No report.

This bill was drafted by the Forest Service for Congressmen McIntire as a service. Its provisions were worked out by the Forest Service and the sponsor. The bill was transmitted, however, with the understanding that the aid rendered in drafting the text did not commit or express the official opinion of the Department of Agriculture or the Bureau of the Budget.

III. HEARINGS:

Hearings were held before the Subcommittee on Forests of the House Committee on Agriculture on June 25 and 26, 1956 in Washington, D. C. The only testimony on the bill came from the Forest Service and the National Lumber Manufacturer's Association. The latter suggested combining this bill with the revenue provisions of H. R. 7537 (preceding page).

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

S.	3742	<u>Morse (& Neuberger).</u>	To establish as a policy of Congress public use of public domain forest lands and woodlands, and of forest reserves created from the public domain, and for other purposes.
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Introduced: April 26, 1956.

I. DESCRIPTION:

Would declare policy of Congress favoring multiple use of public domain forests and National Forests created from the public domain and recognize development of recreation resources and wildlife habitat as a federal

responsibility. Authorizes a fund, not to exceed \$7-1/2 million in any year, to be derived from 10 percent of annual receipts.

This bill differs from the foregoing house bills (H. R. 10846 etc.) in that it: (1) applies to National Forests created from the public domain and (2) increases the fund ceiling from \$3-1/2 to \$7-1/2 million.

II. USDA REPORT:

No report.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of Senate Committee on Interior and Insular Affairs.

85th CONGRESS

H. R.	347 <u>Metcalf.</u>	
	Introduced: January 3, 1957	
H. R.	3792 <u>Udall.</u>	To establish public
	Introduced: January 28, 1957	use of the National
H. R.	4301 <u>Porter.</u>	Forests as a policy
	Introduced: February 4, 1957	of Congress, and for
		other purposes.

I. DESCRIPTION:

These bills (1) establish public recreational use of the National Forests as Congressional policy; (2) establish a special fund from National Forest receipts not to exceed \$11 million a year and authorize appropriation of these moneys for recreation and wildlife habitat purposes; (3) provide that fees collected from recreationists shall offset the total amount of National Forest receipts going to the special fund.

These bills are nearly identical to H. R. 1823 (Metcalf) of the 84th Congress on which hearings were held but no action taken. They differ only in that the \$5-1/2 million fund maximum is increased to \$11 million and the provision authorizing charges at substantially improved recreation areas is eliminated (already have such authority).

II. USDA REPORT:

Unfavorable. Cited long standing opinion that earmarking of receipts is not sound budgetary procedure. The report also noted that the President's budget for FY 1958 included an item for recreation on the National Forests of \$11,500,000 which was sufficient to meet the first years's needs for Operation Outdoors.

This report was requested for H. R. 347.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

None of these bills was reported out of the House Committee on Agriculture.

H. R.	619 <u>Elliott.</u>	To establish public use of the National Forests as a policy of Congress, and for other purposes.
	Introduced: January 3, 1957	
H. R.	1980 <u>Price.</u>	
	Introduced: January 5, 1957	
H. R.	3335 <u>Hagen.</u>	
	Introduced: January 21, 1957	

I. DESCRIPTION:

Both H. R. 619 and H. R. 335 are identical to the original Metcalf bill of the 84th Congress (H. R. 1823) and set a maximum on the withholding fund of \$5-1/2 million. H. R. 1980 differs only in that it increases the fund limit to \$10 million. All three bills grant the authority to establish and collect fees at recreation areas in the National Forests, although in the opinion of the Department and the proponents of the revised Metcalf bill (previous page) that authority already exists.

II. USDA REPORT:

Unfavorable. A report was delivered for H. R. 3335 which expressed sympathy with the objective of the bill but again noted that earmarking of funds was contrary to sound budgetary procedure.

No report was requested for H. R. 619 and H. R. 1980.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:'

None of these bills was reported out of the House Committee on Agriculture.

H. R.	2019	<u>Matthews.</u>	To establish the policy of Congress with respect to public use of the National Forests and to provide for the development and maintenance of facilities for public use.
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Introduced: January 5, 1957

I. DESCRIPTION:

Would require individuals to obtain a recreation use license each year for use of the National Forests for recreational purposes.

This bill is identical to H. R. 7537 introduced in the 84th Congress by Mr. Matthews and similar to H. R. 7000 of the 82nd Congress.

II. USDA REPORT:

No report.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R.	2561	<u>McIntire.</u>	To authorize the Secretary of Agriculture to cooperate with public and private agencies in the development and maintenance of recreational facilities on the National Forests and other lands administered in connection therewith, and for other purposes.
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Introduced: January 10, 1957.

I. DESCRIPTION:

Establishes as policy of Congress to encourage public and private agencies to contribute toward the development and maintenance of recreational facilities on the National Forests. The Secretary is authorized to enter into agreements of not longer than 30 years duration and to receive moneys deposited by cooperators into a special fund to be expended for the purpose of the Act. Authorized a \$5 million annual appropriation to the Department to further carry out the provisions of the Act.

II. USDA REPORT:

No report.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of House Committee on Agriculture.

H. R. 3831 Grant. To establish recreational use of, and wildlife habitat management on, the National Forests and other lands administered by the Secretary of Agriculture as a policy of Congress, and for other purposes.

Introduced: January 28, 1957.

I. DESCRIPTION:

Would establish multiple use of National Forest lands as a policy of Congress recognizing recreation as a proper use and authorize the Secretary of Agriculture to independently enter into cooperative agreements with public and private agencies to encourage development of recreation facilities and wildlife habitat.

The bill differs from H. R. 2561 (preceding page) in the following ways: (1) statement of Congressional policy is broader, (2) grants authority to the Secretary of Agriculture to carry out policy independently, (3) authorization for cooperative agreements applies to recreation facilities and wildlife habitat, and (4) authorization for annual Federal appropriation not specified in amount (\$5 million specified for H. R. 2561).

II. USDA REPORT:

No report.

III. HEARINGS:

No hearings were held. However, the American Forestry Association advised the Committee of its formal support for this bill by letter.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R. 248 Price. To establish public use of the National Forests as a policy of Congress, and for other purposes.

Introduced: January 7, 1959.

I. DESCRIPTION:

This is the last of a long series of bills (starting with H. R. 2419 (Tackett bill) in 1949) earmarking 10 percent of National Forest receipts annually for recreation and wildlife habitat purposes. This bill is identical to H. R. 1980, 85th Congress.

II. USDA REPORT:

No report.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

H. R. 7200 McIntire. To authorize the Secretary of Agriculture to cooperate with public and private agencies in the development and maintenance of recreation facilities on the National Forests and other lands administered in connection therewith, and for other purposes.

Introduced: May 18, 1959.

I. DESCRIPTION:

Identical to H. R. 2561, 85th Congress.

II. USDA REPORT:

No report.

III. HEARINGS:

No hearings were held.

IV. CONGRESSIONAL ACTION:

Not reported out of the House Committee on Agriculture.

- S. 3118 Anderson. To provide for the establish-
 (and 27 others) ment of a land conservation
 fund, and for other purposes.

Introduced: April 4, 1962.

I. DESCRIPTION:

Provides for the creation of a Land Conservation Fund to be used for the acquisition of land for public outdoor recreation and other conservation uses within National Parks, National Forests, etc. An advance appropriation over the next 8 years of \$500 million is authorized beginning in FY 1963. All moneys advanced from the Treasury will be repaid without interest beginning in FY 1971 from income received through (1) user fees imposed on Federally owned public recreation areas, (2) proceeds from the sale of non-military real property, (3) that money collected from a tax on fuels for motor boats which is presently returnable but not claimed by the purchasers for refund, and (4) revenue collected from a tax imposed on all boats over 14 feet long.

Failure to pay the boat tax is punishable by a fine of double the assessed tax. Refusal to pay an admission or user fee is punishable by \$100 fine and/or 30 days imprisonment.

II. USDA REPORT:

No report. This is an Administration bill.

III. HEARINGS:

Hearings were concluded on S. 3118 by the Senate Committee on Interior and Insular Affairs in Washington, D. C., on August 14, 1962. Department testimony supported its enactment, with an amendment.

IV. CONGRESSIONAL ACTION:

Not reported out of the Senate Committee on Interior and Insular Affairs.

87th CONGRESS

H. R.	11172	<u>Aspinall.</u>	To provide for the establishment of a land conservation fund, and for other purposes.
H. R.	11173	<u>Johnson.</u>	
H. R.	11174	<u>Kyl.</u>	
H. R.	11175	<u>Pfost.</u>	
H. R.	11176	<u>St. Germain.</u>	
H. R.	11177	<u>Saylor.</u>	

All introduced: April 9, 1962.

I. DESCRIPTION:

All identical to S. 3118 described on the preceding page.

II. USDA REPORT:

No report. Administration bill.

III. HEARINGS:

Hearings were held by the full House Committee on Interior and Insular Affairs in Washington D. C. on July 11, 1962. Department testimony favored enactment of the bill and discussed the provision authorizing purchase of private lands within the National Forest system for recreation and any other purpose for which such system is authorized to be administered.

IV. CONGRESSIONAL ACTION:

In a special consideration, the House Ways and Means Committee recommended on July 9, 1962 that the substance of Section 6 (relating to taxes on motor boat fuels) be included in the bill when it is formally reported to the floor of the House for consideration.

IV. Not reported out of the House Committee on Interior and Insular Affairs.

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Underlined number indicates the Congress in which the bill was introduced.

Number in parenthesis is the page on which the discussion of the bill appears.

